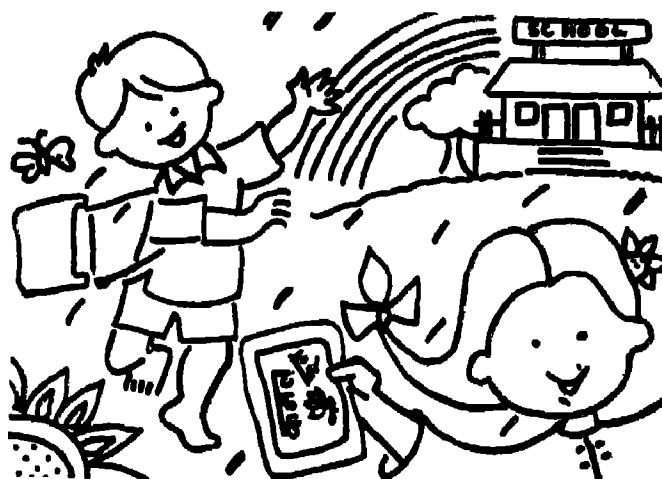


Review Meeting on Innovative Pilot Project on Promotion of Primary Education for Girls and Disadvantaged Groups

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Section One

The Commitment

As early as 1950, India made a commitment in its Constitution to provide free and compulsory education to children upto the age of fourteen. To this effect a national programme of Universal Elementary Education (UEE) was envisaged comprising five years of primary and three years of upper primary schooling.

Despite large scale expansion of the educational system, the goal of universal elementary education (UEE) has eluded us on account of inability of the educational system (a) to keep pace with the population increase ¹ and (b) to enrol and retain girls and disadvantaged groups in schools. Education at elementary stage is free (no tuition fee) and although states have compulsory primary education acts, these are not effected due to rank poverty of some parents. In 1986, the Nation reviewed its commitment to UEE with a pledge to remove educational disparities, among castes and regions, between sexes, among minorities to ensure universalisation of access, enrolment, retention and achievement (National Policy of Education (NPE), 1986

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1. During 1965-66 and 1986-87 for instance, population increased at 2.1% per annum compared to primary education which grow at 1.6%. The number of primary schools per 10,000 population came down from 9.23 to 8.05 during this period (Nayar, 1991).

revised in 1992). The NPE and its Programme of Action (POA) does not rest at equality of educational opportunity but in fact commits the entire educational system to bring about women's equality and empowerment through education (Paras 4.2 and 4.3 Education for Women's Equality) See Annexure I. The Revised POA (1992) puts Education for Women's Equality as the first charge of education (Chapter I) and sees universalisation of elementary education and removal of illiteracy among women as a major instrument of gender equality. Several comprehensive Education for All projects have been launched with special focus on girls' education and women's empowerment. Major interventions in the years since 1986 consist of:

- Operation Black Board
- Non Formal Education (NFE)
- Teacher Training (Setting up of District Institute of Education and Training).
- Distance Education (Open School)

Socio Legal Framework

India has several constitutional and legal provisions for safeguarding and promoting the interests of children+women. The State is enjoined to provide free and compulsory education to all children upto the age of fourteen (Article 45). The State is further committed to raising the nutritional levels, health and living standards of the people (Article 47). Children below fourteen years of age cannot be employed in several categories

of hazardous work. (The Employment of Children Act 1938); the Factories Act 1948 amended in 1949, 1950, 1954; The Beedi and Cigar Workers Act 1966). The children (Pledging of Labour) Act, 1933 aims at eradicating the evil of pledging labour of young children by their parents to employers in lieu of loans, advances. The child Marriage Restraint Act of 1929 was amended in 1976, to raise the minimum age of marriage for girls from 15 to 18 years and for boys from 18 to 21 years.

The Constitution of India not only grants equality to women but also empowers the State to adopt measures of protective discrimination in favour of women for neutralizing the cumulative socio economic, educational and political disadvantages faced by them. The Fundamental Rights, among others ensure equality before the law, equal protection of law, prohibits discrimination against any citizen on grounds of religion, race, caste, sex or place of birth, and guarantees equality of opportunity to all citizens in matters relating to employment. Article 14 confers on men and women equal rights and opportunities in the political, economic and social spheres. While Article 15 prohibits discrimination against any citizen on the grounds of religion, race, caste, sex etc. Article 15 (3) makes a special provision enabling the State to make affirmative discrimination in favour of women. Similarly, Article 16 provides for equality of opportunities in matter of public appointments for all citizens. Article 39 (a) further mentions that the State shall direct its policy towards securing all citizens, men and women, equally, the right to means of livelihood, while (Article (39) (c) ensures

equal pay for equal work. Article 42 directs the State to make provision for ensuring just and humane conditions of work and maternity relief. Above all, the Constitution imposes a fundamental duty on every citizen through Articles 15 (a) (e) to renounce the practices derogatory to the dignity of women.

The State further addresses the problems of historically disadvantaged castes, tribes and minorities. Article 46 enjoins the State to promote with special care the education and economic interest of the weaker sections of the people especially Scheduled Castes and the Scheduled Tribe [1] and to protect them from social justice and all forms of exploitation. Article 29 (1) provides for the rights to conserve the distinct language, script and culture and the Article 29(2) forbids denial of admission into any government aided educational institutions on grounds only of religion, race, caste and language or opening of educational institutions of their choice. Article 30(2) likewise protects the right of religious and language minorities to receive government aid. Article 350 (a) makes it mandatory for the state to provide adequate facilities for instruction of mother-tongue at the primary stage to children belonging to linguistic minorities.

2. A list of historically disadvantaged castes and tribes is appended to the Constitution for protective discrimination.

Present Situation

Presently, there are 572,541 primary schools and 153921 upper primary school in the country with an enrolment of 108.2 million and 39.9 million respectively. Girls form 43% of the primary and 39% of the children enrolled in the formal system. Additionally, 6.5 million children are enrolled in 261000 Non Formal Education (NFE) centres for out of school children, of these children 43% are girls. Gender disparities are visible and higher among scheduled castes, scheduled tribes (See Table 1, below)

Table 1
Gross Enrolment Ratio, India 1992-93

		Primary	Upper Primary
All Groups	Boys	118.1	80.5
	Girls	92.7	53.8
	Total	105.7	67.5
Scheduled Castes	Boys	127.99	75.07
	Girls	92.18	44.04
	Total	110.58	59.97
Scheduled Tribes	Boys	126.71	58.54
	Girls	88.64	32.04
	Total	108.19	45.64

Source: MHRD, Annual Report, Department of Education, 1993-94

The high dropout rates continue to cause concern, these being substantially higher for girls and disadvantaged groups as the available data shows:

Table 2
Drop Out Rates, India 1989-90 (Provisional)

	Primary (I - V)			Middle (I - VIII)		
	Boys	Girls	Total	Boys	Girls	Total
All Groups	46.50	50.35	48.08	61.00	68.75	64.09
Scheduled Castes	47.23	55.01	50.32	65.06	74.08	68.47
Scheduled Tribes	64.51	70.17	66.66	79.39	84.87	81.40

Source: MHRD Annual Report, Department of Education, 1993-94

The drop out rates are gross and do not take into account the repetition rates. Regional variations are tremendous, drop-out rates ranging from less than 20% to more than 60%. In 1993-94, the picture looks a little different as can be seen in the table below:

Table 3
Dropout Rates, India 1993-94

Boys	Primary (I - V)		Boys	Middle (I - VIII)	
	Girls	Total		Girls	Total
35.05	38.57	36.32	49.95	56.78	52.80

Source: Conference of State Education Ministers and Secretaries, Agenda Notes, 3-4 April, 1995, Vigyan Bhavan, New Delhi.

Strategies proposed for UPE in the recent Conference of Ministers are:

1. Creating parental awareness and community mobilisation.
2. Institutional mechanism 73rd and 74th amendment of the Constitution returning school education to local bodies, among other development subjects.
3. More effective delivery of existing economic incentive schemes to help poor families defraying the costs of education. A nation wide mid day meal programme has been announced as a centrally sponsored scheme
4. Convergence of services of integrated child development schemes, creches, primary schooling and health services through coordination of timings and utilisation of existing space and infrastructure.
5. Improve the content and process of schooling making school an attractive place and learning a joyful experience. Making school calendar flexible, curriculum more relevant, text books more interesting and attractive, teachers more motivated and informed, and making every child achieve minimum levels of learning.
6. DPEP initiative: The District Primary Education launched in forty districts in 1993-94 (and further expanding) builds on the experience of all past and on going interventions. It is a holistic programme involving participatory planning for quality improvement, people's mobilisation, strengthening of village education committees a sharp focus on girls and energising disadvantaged groups forming women's groups.

Teachers

There are 1.68 million teachers employed at the primary level and 1.08 million at the upper primary (Middle) stage, women forming 29% and 32% of all teachers at the two levels respectively. According to current enrolments there is an average of 2.94 teachers for five primary grades and 7.03 teachers per middle school/upper primary (1993-94).

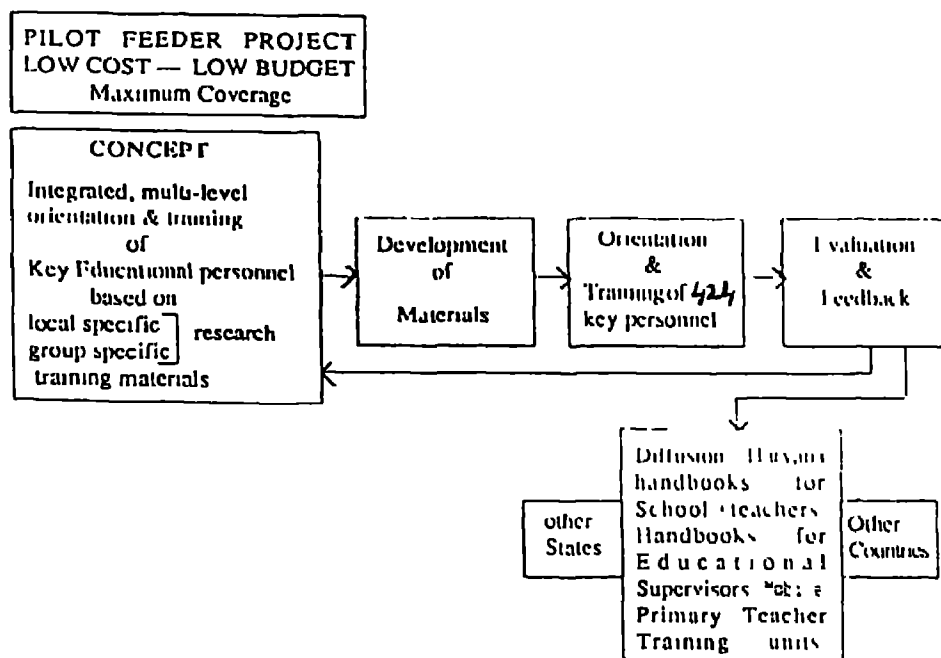
Section Two

The Project

India as noted above stands committed to providing free and compulsory education to all children upto the age of fourteen. National Policies are, therefore, directed to reach out to girls and other disadvantaged groups in rural and remote areas. Several comprehensive and intensive Education for All (EFA) projects have been launched recently. It is felt that while there is commitment and understanding of problems and constraints among national and state level policy makers, there is still a lack of understanding and sensitivity, (especially to gender issues) among implementers at all levels. Policy statements and broad guidelines, thus, do not get translated into concrete action for lack of exposure to new ideas and skills.

INNOVATIVE PILOT PROJECT ON PRIMARY EDUCATION FOCUS: GIRLS & DISADVANTAGED GROUPS IN RURAL & REMOTE AREAS

- Goals:
- (i) Universalisation of Access, Enrolment, Retention and Achievement.
 - (ii) Bringing about Equality between Sexes in all Spheres.



The project was aimed at galvanizing the entire educational machinery of the State of Haryana for concerted action aimed at UPE among girls and disadvantaged groups.

Why Haryana

The project adopted the State of Haryana for intervention in 1992-93 for several reasons such as:

- (i) The State, which (since its inception in 1966) had developed infrastructure such as roads, electricity, minor irrigation and telecommunications reaching every village, and was committed to universalising primary education by 1995.
- (ii) The State was poised to move to better retention and achievement after a massive enrolment drive carried out by teachers enrolling additional 450,000 children in primary schools.
- (iii) The State displayed substantial political and bureaucratic commitment (a) to enrolling and retaining girls through various incentive schemes and (b) to raising the status of women in Haryana.
- (iv) The status of women in Haryana was among the lowest in the country on known quantitative indicators such as female mortality, fertility excess of infant and child deaths among females, low age at marriage and low level female labour force participation and political participation (decision making levels). The sex ratio or number of females per thousand males was a shocking low of 865 in 1991 and a further higher decline was noticed in the overall population and in the age group 0-6 years. (Table 4)

Table 4
Demographic Indicators

	India (excluding J&K)	Haryana
Population (in 1000)	846,303	16,464
Annual exponential growth rate (1981-91)	21.4	2.42
Urban population as per centage of total	25.73	42.63
Population aged 0-6 years as percentage of total population	17.94	18.98
Scheduled Caste population as per centage of total population	16.48	19.75
Density (Population per sq. km.)	2.74	373
Sex Ratio (Females per 1000 males)	927	865
Literacy Rate	Persons 52.21 Male 64.13 Female 39.29	55.85 69.10 40.47
Work Participation Rate (total workers as percentage of total population)	Persons 37.46 Male 51.56 Female 22.25	31.00 48.51 10.76
Crude Birth Rate	29.3	33.1
Crude Death Rate	9.8	8.2
Infant Mortality Rate	80.0	68.0

Source: 1. Census of India, 1991
2. SRS estimates of 1991 (RG Office)

Operationalization of the Project

Following activities were completed during the three phases of the project.

Activities

- | | | |
|---------------------|---|--|
| 1st Phase (1992-93) | - | Field survey |
| | - | Workshop for Key Education Personnel on UPE on Girls and Disadvantaged Groups. |
| | - | Curriculum and Material Development |
| | - | Workshops for Educational Administrators and Teacher Educators (2) |
| 2nd Phase (1993-94) | - | Material Development |
| | | Workshops for Educational Administrators and Teacher Educators (3) |
| | - | Workshops for Teachers at Project Sites (3) |
| 3rd Phase (1994-95) | - | Workshops for Teachers and Supervisors (material generated) (3) |
| | - | Follow up of the 1st and 2nd phases |
| | - | Advocacy Campaigns (3) |
| 4th Phase (1995-96) | - | Evaluation of the project and preparation of outputs for dissemination. |

Pre Project Phase

Step I : Building up Resource Base

As a preparatory activity after the Chang Mai Meeting as part of on going work of the Data Bank, research base had already been developed including: (i) policies and programmes regarding girls education and primary education in Haryana (ii) social and demographic indicators impinging on girls education (iii) educational situation in Haryana with focus on progress of literacy and primary education (iv) analysis of text books from the point of view of gender bias.

The effort contributed towards the development of understanding of the problems, issues, magnitude and policies amongst the faculty and the research staff of the Department of Women's Studies.

Overall, the work helped in the development of the project.

Project Phase One

Step 2 : Seeking Official Collaboration

On signing of the contract, the Project Director, Head, DWS called on the Education Commissioner, Government of Haryana and held joint discussions with the Director of Primary Education. They were fully appraised about the objectives of the project, proposed activities, time frame and funding pattern.

As Haryana is giving overriding priority to universalisation of primary education especially girls and disadvantaged groups, both the Educational Commissioner and Director, Primary Education expressed their deep appreciation of the NCERT and the UNESCO and

gave a firm commitment to support the project fully. At the instance of the Project Director, a Women's Education Cell was started and made functional at the SCERT, Gurgaon (Haryana) for promoting girls education in Haryana and for providing necessary support to the project.

Step 3 : Exploratory Exercise

In order to strengthen our understanding of the grassroot realities in rural Haryana, a week long exploratory visit to three rural blocks and about eight to ten villages in the three rural low female literacy districts was conducted. The primary schools in the village of Kanvara, Mahawatpur, Lalpur, Nachauli helped us also to fix the parameters for the field based studies on causes of dropout and non enrolment among girls in rural Haryana. In all the primary schools that were visited an attempt was made to observe (a) the physical quality of school infrastructure (b) adequacy or otherwise of teachers (c) classroom interaction and school climate.

Step 4 : Conducting the Dropout and Never Enrolled Girls Study

The study offers some insights into the twin phenomena of dropout and non enrolment of girls in three districts of haryana with lowest rural female literacy rates i.e. Kaithal (19.04%); Gurgaon (20.59%); and Faridabad (15.01%). The sample villages represent prosperous agricultural belt, the proximity of the industrial hub of the state and the Mewat region, the abode of Meos (Muslims), among whom female literacy is the poorest.

Objectives

The present study was undertaken with the following objectives:

- i. to analyse the causes for non enrolment and dropout of girls in rural area; and
- ii. to suggest local specific intervention strategies.

Methodology

The methodology of the study is a combination of qualitative and quantitative methods of social science research. The study adopts the emerging social anthropological techniques of participatory research. (Major findings and recommendations details at Annexure.

Step 5: Orientation of Key Educational Personnel

Group I

District Primary Education Officers/Block Education Officers and Teacher Educators

Group II

Teachers, Head Teachers and Supervisors

Objectives

- i. To acquaint the participants with the National Policy on Education and the Programme of Action with focus on Universalisation of Elementary Education and Education for Women's Equality;
- ii. To further sensitize key persons on problems and issues of education of girls and disadvantaged groups;
- iii. To help participants appreciate and formulate quality improvement programmes directed at primary education; and
- iv. To familiarize participants with quantitative indicators of UEE for planning and monitoring.

Table 5
Participants

Programme/ Venue	Category/No.	No. of Resource Persons
Workshop (1) NCERT, New Delhi.	Key Educational (17) Administrators	11
Orientation Programme SCERT, Bargaon (4) Haryana NCERT, New Delhi (1)	Educational (175) Administrators and Teacher Educators	25
Orientation Programme SCERT, Bargaon (3)	Teachers (109)	21
Orientation Programme Block Site (3)	Teachers (123)	16
Total	424	73

Section Three

UPE : The Haryana Initiative

The State of Haryana is making an all out effort to universalise primary education in the near future. Several administrative and academic measures are being undertaken to universalise access enrolment, retention and achievement. Girls and disadvantaged children are receiving premier attention as equity initiatives alongwith schemes and programmes for quality improvement. The inputs of the IPP have gone a long way in intensifying State efforts in UPE in the desired direction. The major objective of the IPP was to bring about commonness of understanding and purpose among all concerned educational and administrative personnel of the Haryana with a view to strengthening their commitment to UPE and for building gender sensitivity in particular.

Elementary Education in Haryana: Gender and Caste Disparities

At the primary stage girls form 45% of total of 1.8 million children enrolled in Haryana (1992-93). According to the sex ratio of the population (865: Females per 1000 males), girls appears to have gained parity in enrolments at this level. However, at the upper primary level, girls forms only 39% to the total enrolled children (See Table 6).

Table 6
Haryana: Enrolments At Elementary Stage 1992-93
(In Thousands)

		Primary	Upper Primary
All Groups	Boys	980	464
	Girls	815	298
	Total	1795	762
Girls % to Total		45.4	39.1
Scheduled Castes	Boys	224	81
	Girls	181	45
	Total	405	126
Girls % to Total		44.7	35.7

Source: Annual Report, 1993-94, Department of Education, MHRD.

The Gross Enrolment Ratio (GER) for girls is 81 compared to 93 for boys at the primary stage and the gender gap increases substantially at the upper primary level. GER of Scheduled Caste children is higher at the primary level on account of a large number of incentive schemes for these groups in Haryana.

Table 7
Haryana: Gross Enrolment Ratio - 1992-93

		Primary	Upper Primary
All Groups	Boys	92.5	73.2
	Girls	81.1	51.8
	Total	87.0	63.0
Scheduled Castes	Boys	110.82	66.63
	Girls	94.32	40.70
	Total	102.79	54.29

Source: Annual Report, 1993-94, Department of Education, MHRD.

Improved Retention

The dropout rates of Haryana were found lower than the national average in 1989-90. Gender disparities have reduced considerably but caste disparities persist. It may be mentioned that although the enrolment situation of scheduled caste children is better on account of several additional incentives in the form of free books, stationery and uniforms and also attendance scholarships for girls, the dropout rates of SC children were substantially higher in 1989-90.

Table 8
Drop Out Rates 1989-90

	Primary (Classes I-V)			Upper Primary (Classes I-VIII)		
	Boys	Girls	Total	Boys	Girls	Total
All Groups	26.91	29.88	28.17	42.80	51.98	46.43
Scheduled Castes (Provisional)	33.90	43.18	38.00	59.19	75.36	65.71

Source: MHRD, Department of Education, Annual Report, 1993-94

In 1993-94, (as reported in the Ministers of Education Conference, March 3-4, 1995, Delhi), the dropout rates in Haryana have come down to less than 20% for both boys and girls of all groups at the primary and to less than 39% for girls at upper primary stage. This gives Haryana the distinction of being among the few states with similar achievement in retention, such as Kerala, Goa, Tamil Nadu, Pondicherry, Delhi, Daman and Diu and Himachal Pradesh. The pro girl child and pro SC policies of Haryana appear to have benefitted the girls and disadvantaged groups.

Educational Programmes and Schemes: Haryana

Haryana Government has implemented following Policies and Programmes to strength, to promote Girls Education at the Primary stage and to improve the Quality of Education.

- (i) **Enrolment Drive:** The State of Haryana besides giving incentive to children, also resorted to a very thorough and comprehensive enrolment drive during 1989-90. Each teacher had to go to the community to carry it out.
- (ii) **Strengthening School Administration:** Haryana is one of the few states which has taken a lead in strengthening school administration at the primary stage of education to improve the quality of education by providing the post of Head Teachers.
- (iii) **School Adoption Scheme:** In the year 1992-93, state education administration announced that all the District Primary Education Officers (DPEO's) and Block Education Officers (BEO's) will adopt two government primary school each to improve the physical conditions of the adopted schools to the extent that these schools become models for other institutions in and around the vicinity.
- (iv) **Institutional Plan:** To achieve the proposed target annual institutional plans with clear targets are to be prepared.
- (v) **Courses of study:** To ensure timely coverage of the courses of study concerning primary classes, monthwise distribution of the curricular and co-curricular subjects has been made and circulated to the schools.
- (vi) **Monthly Class Test:** Under the scheme, all schools have been asked to introduce monthly class tests in the various subjects at the primary level to maintain progress register of students. This helps the teacher to inform the parents/guardians about their wards progress in studies.
- (vii) **Inspection Plan:** Each Block Education Officer (BEO) shall have to conduct annual inspection of all the primary schools falling in his educational block with a view to ensuring proper functioning of schools.
- (viii) **Inservice Teacher Education:** Realising that inservice education for a teacher is a 'must' for his professional growth, this scheme was started by the state to update and upgrade their professional knowledge.

- (v) **District Institutes of Education and Training (DIET):** These institutes were set up for elementary school teachers training. These institutes also organise inservice courses for teachers.
- (vi) **Remedial Teaching:** The scheme was started to devote last two periods to provide extra coaching to help the slow learners and those coming from poor families.
- (xi) **Providing Additional Teacher to Single Teacher Schools:** To bring about the qualitative improvement in primary education, the State Government has now made provision to provide two teachers for primary schools irrespective of the strength of students. Now the State is trying to give third teacher under the centre scheme (OB) where there are more than 100 children.
- (xii) **School complexes:** Monthly meetings of primary teachers held under the scheme of the School Complex to solve their instructional problems with mutual consultation and discussion.
- (xiii) **Innovative Projects and Programmes:** Experiments and innovation in education need to be promoted at all levels. Teachers have to be encouraged to take up innovative practices, action research projects, surveys etc. Some of the projects suggested to schools are as under:
 - i. Hand-writing improvements projects.
 - ii Improving oral expression of children by organisation declamation contests, symposia, debates, poetic recitation etc.
 - iii. Inculcating reading habit among children by providing library period in the school time table. The field education officers, looking after primary education, have been asked to suggest some more such projects and programmes depending on the need of the school. The idea is to give academic freedom to teachers for undertaking such innovative programmes that may promote learning among the children at the primary stage of education.
- (xiv) **Operation Blackboard:** The centrally sponsored scheme to provide financial assistance to state for making provision of minimum essential facilities.
- (xv) **Radio-cum-Cassett Players:** Under the centrally sponsored scheme to get benefits from educational programmes broadcasted from AIR, State Government has provided Radio-cum-Cassett Players to them to benefit from the educational programmes broadcasted from AIR.

Incentives:

To promote girls primary education of Girls and Disadvantaged Groups following are the other schemes implemented by the state government to attract more girls and to retain them in schools.

- (i) Free Uniforms to SC and Economically Weaker Section Girls.
- (ii) Free Stationary
- (iii) Attendance Prize to SC girls
- (iv) Attendance Prize to Nomadic Tribes Children
- (v) Free Text books to SC and Weaker Sections Girls
- (vi) Stipend to denotified tribes children
- (vii) Stipend to the children of those who are engaged in unclean occupations.

Section IV

Action Taken Under the Innovative Pilot Project (IPP)

Societal Factors

(1) Gender Discrimination and Early Marriage

Gender discrimination can be seen at its worst in Haryana where the right to being born is being denied to a female with sex selective abortions in flagrant violation of all rules and norms. Dowry and share in property are the main cause of this heinous crime. Once born, female life is at the greatest risk in the first year and during early childhood when female children face gross neglect and discrimination in provision of food and nutrition and medical aid in the instance of disease. Domestic violence in the form of wife battering is rampant. As regards education, parents now do realize the importance of educating girls but express higher educational (and occupational) aspirations for sons, according to studies. Dropout and never enrolled girls when interviewed perceived that their parents do discriminate against them in food, clothes, books, play and even family outings compared to their brothers. The IPP has succeeded in promoting gender sensitivity among the State Policy makers, planners, administrators, teacher educators and teachers and a certain amount of awareness in the communities in the project area on:

- (a) Issues of enrolment and retention of girls in primary schools and improving access to upper primary education, and, quality improvement

- (b) Issues of adverse sex ratio, higher female mortality, early marriage, dowry, domestic violence and other practices derogatory to the status of women.

The responses of State Policy Makers in raising the status and value of female life is encouraging to say the least. The State has launched a new scheme entitled Apni Beti Apna Dhan (Our daughter, our wealth) whereby an amount of Rupees 2,500/- would be deposited in the name of the new born female which would multiply and on maturity given to the girl on attaining the age of eighteen (the stipulated minimum age at marriage for girls under law). This would encourage relatively lower and middle income groups to refrain from female foeticide and infanticide, a practise which they are emulating from the landed and the propertied classes in this part of the country. Likewise, the lactating mother of the new born female is to be given an amount of Rs.500/- for extra nourishment.

Besides a large number of special schemes and projects aimed at women's development have been launched in Haryana, including free education for girls upto degree level.

(11) Household work for girls at home

Domestic work and within that fetching of water and collection of fuel are among the more time consuming tasks done by girls in the household. In addition, care of younger siblings falls to the lot of the girl child with two parent subsistence workers.

The State of Haryana, has a fair amount of coverage of villages with Anganwadis (Integrated Child Development Services Centres). yet, effectively only a third of the children in the age group 0-6 years are covered by these centres. These centres run only for a period of three hours. Hence, these do not solve the problem of sibling care and coordination of timings remains to be done.

Drinking water is provided in each village, not in each household and as field studies show, girls spend a large amount of time and energy in fetching water.

The IPP has tried to canvass equal rights for girls and women and sharing of domestic tasks equitably to allow girls to pursue education and enjoy play on the same footing as boys. The existing gender based division of labour is unfair, to say the least and the school has to mitigate this injustice through suitably planned and developed curricular materials and pedagogies. (Under a another UNESCO Project, self learning materials for primary teachers and head teachers have been prepared).

Economic Factors

The IPP through its research and observation has highlighted the need to take measures that can to some extent neutralize the effect of poverty on the education of children. As mentioned earlier, the State of Haryana gives several incentives to draw girls and children from disadvantaged groups into the fold of education. These include no tuition fee, free books and stationery, attendance scholarships and uniforms for girls belonging to disadvantaged sections.

Under a central scheme of the Government of India, a free noon meal is to be provided to every child in primary schools. (March, 1995) This would solve the problem of children from poverty groups to draw some sustenance. Field studies show that two parent working families (mostly landless, daily wage earners) are not able to provide any tiffin to their children both on account of lack of money and time. These parents have to set out early to look for a day's wage.

School Aspects

As for the economic and school aspects, there is no provision (nor funds enough) in the IPP. The project was aimed at increasing gender and poverty awareness and creating the necessary information base and analysis for the policy makers and planners to act upon. The Study on Drop Out of Girls in Rural Haryana came out with certain recommendations for UPE, which were duly accepted by the State Government. As a result changes were effected in administrative and policy areas and the machinery for implementation was strengthened further. (See Annexure)

- (1) The State has taken several steps to improve the physical infrastructure in the school to include provision of toilets, drinking water, teaching aids and equipment, play material, Radio-cum-Cassette Players under the Operation Blackboard Scheme. Under the District Primary Education Programme, several far reaching improvement programmes in physical infrastructure are being taken up.

- (ii) Single teacher schools have been phased out in Haryana. There are minimum of 2 teachers in one primary school and now the state is trying to give the third teacher (under the central scheme CB where there are more than 100 children. To this effect, 7000 vacant posts are being filled up. The recommendations of the project to open recruitment to graduate trained teachers has been accepted by the state govt. These posts will shortly be filled up.
- (iii) Lack of availability of female teachers: There is an attempt on the part of the state government to recruit women teachers at the primary stage on 60:40 basis instead of the existing policy of 40:60. In the Teacher Training courses, large number of girls are entering, although they are of urban origin. the state effort to provide post primary schooling through open schools will give rural girls an opportunity for post primary schooling and for entering teaching. The Open school was started by Haryana recommendation of the IPP.
- (iv) As has been observed at the ground, male teachers are largely from the same block/district. Due to urban bias in female secondary schooling, women teachers continue to be largely from urban middle classes. As these women have to commute from long distances, ranging between 50/60 kms. their involvement with local communities is negligible.
- (v) Physical punishment is banned, although certain instances were noticed.

- (vi) The state is geared up to upgrade its pre-service and in-service teacher training with the opening of DIET's and training interventions under DPEP.

Public Awareness

- (i) Development of an advocacy campaign for parents & teachers: Materials have been developed under the IPP for the advocacy campaign for parents and teachers. Meetings with the state administrative authorities have already been held for the programme. Visits to villages selected for the campaign were made for contacting the Village Panchayat Members, Members of Mahila Mandals and Anganwadi Workers.
- (ii) Adult literacy programme are not taken under the IPP. However, the state government has launched the Total Literacy Campaign (TLC) in several districts.
- (iii) Under the IPP, no provision has been made for home visits by teachers on a regular basis.
- (iv) No financial support has been given for village reading centres under IPP. Such centres are to be established in four districts of Haryana selected under the District Primary Education Programme.

Mobilisation of Local Resources

The community is highly motivated. During the field studies, it was observed that the community, especially panchayat members take keen interest in building school room but expect the state government to maintain these buildings. The community is also willing to support various social, educational and other developmental activities by providing land and other infrastructures in running the programme for instance, Non-formal Education for out of school girls.

Access

- (1) Under the IPP field study, recommendations were made for providing post primary education for girls and advantaged groups through the network of distance education. State has taken necessary steps in this direction by starting the Open School for this purpose.
- (11) Establishment of Early Child Care and Education centres at the local level. This is outside the scope of this ongoing IPP. The state has made provision to be open Early Child Care Centres near or in the primary school complex on experimental basis under the District Primary Education Programme (DPEP). Under the ICDS programme, number of Angan wadi Centres have been opened. State government is taking keen interest to coordinate timings with schools and also to strength them through professional and material inputs under the DPEP.

Policy and Management

- (i) **Decentralization of Educational Planning:** Educational planning has moved from macro aggregative to disaggregative approach micro seeking community participation. District, block level and institutional plans are to be prepared. With the recent constitutional amendments (73 & 74), all development subjects including school education are now to be handled by the three tier local bodies in the rural areas (Gram Panchayat, Block Samiti and Zilla Parishad) and by the Municipal Committees/Corporations in urban areas. Village Education Committees (VECs) are being formed for UPE.
- (ii) **Improvement of Teacher Status:** Under the Innovative Pilot Project, Various management problems related to teachers were also discussed with the state government.

School

- (i) **Training for teachers, supervisors and local leaders:**
Under the IPP, 17 Key Educational Administrators, 175 Educational Administrators and Teacher Educators and 232 teachers and supervisors were oriented. Advocacy Campaigns are to be held in the next month for the community leaders (Materials for the campaign has already been developed).
- (ii) **Preparation of teaching-learning materials on gender issues.**
In order to develop need based local specific material for training of key personnel and teachers IPP has given very

rich inputs in developing reading materials and handbooks. Reading materials generated under the IPP will also benefit the DPEP districts and other EFA projects. The IPP has also given rich inputs in planning the districts projects for the four districts selected under the District Primary Education Programme and in particular in conduct of gender studies, which took off from the Drop Out Study done earlier.

In conclusion, it may be stated that considering the low monetary inputs, the IPP has successfully generated a positive climate for education of girls and disadvantaged groups among Haryana educational personnel. Some notable achievements of the IPP are:

- (i) A highly sensitized educational bureaucracy and the teaching community.
- (ii) A visible impact on community perceptions regarding girls' education and gender discrimination.
- (iii) Strengthening of school infrastructure by the State.
- (iv) Opening of separate primary schools for girls.
- (v) Start of Open School for post primary education
- (vi) Change in teacher's recruitment policy.
- (vii) Induction of women in educational administration at the District and the Block Level. New policy to give women 50% representation in educational administration.
- (viii) Sufficient training materials have been generated for gender sensitization and joyful learning in the form of handbooks reading materials, study and workshop reports.

- (ix) A women's cell was set up in the State Council of Educational Research and Training, at the recommendation of the IPP.
- (x) The IPP activities became (a) an input into the State policies for girls education and women's empowerment and (b) into a major EFA project, the DPEP in four districts of Haryana.

Annexure-1

National Policy on Education - 1986 & Programme of Action - 1992 Recommendations For Education for Women's Equality

Education for Women's Equality

4.2 Education will be used as an agent of basic change in the status of woman. In order to neutralise the accumulated distortions of the past, there will be a well-conceived edge in favour of women. The National Education System will play a positive, interventionist role in the empowerment of women. It will foster the development of new values through redesigned curricula, textbooks, the training and orientation of teachers, decision-makers and administrators, and the active involvement of educational institutions. This will be an act of faith and social engineering. Women's studies will be promoted as a part of various courses and educational institutions encouraged to take up active programmes to further women's development.

4.3 The removal of women's illiteracy and obstacles inhibiting their access to, and retention in, elementary education will receive overriding priority, through provision of special support services, setting of time targets, and effective monitoring. Major emphasis will be laid on women's participation in vocational, technical and professional education at different levels. The policy of non-discrimination will be pursued vigorously to eliminate sex stereo-typing in vocational and professional courses and to promote women's participation in non-traditional occupations, as well as in existing and emergent technologies NPE-1986, P-10

Annexure - II

MAJOR FINDINGS AND RECOMMENDATIONS

The study was conducted in 11 villages located in 3 low female literacy districts of Haryana. The villages were selected on the basis of differences in population size as it is well established that larger the population size, higher the availability of developmental infrastructure.

Characteristics Of Villages Sampled

District/ Village	Number of Households	Distance of School (kms) From		Type Of School		
		DPEO	BEO	Primary	Middle	High
KAITHAL						
Teek	850	4	8	1	10	1
Ravanhera	80	10	12	1	-	-
Ahmedpur	150	12	4	1	-	-
GURGAON						
Salihera	400	20	15	2	-	-
Khedla	350	15	10	1	1	-
Badshapur	150	21	4	1	1	-
FARIDABAD						
Dadasia	150	4	-	-	1	-
Mujheri	166	4	-	1	-	-
Arua	350	12	8	1	1	-
Dnauj	3000	21	9	1	-	1
Faizpur	75	30	9	1	-	-

Note : Average Household Size ranged from 6 to 7 persons

There was oversampling done in district Faridabad as the Mewat area to be surveyed in Gurgaon was relatively disturbed at the time of field work. In order to capture the varying nuances of education of Meo girls, Village Dhauj from district Faridabad was chosen. It may be mentioned that Dhauj provided two kinds of insights:

- (a) it was a large sized village
- (b) it was primarily inhabited by MEOS.

The study showed that larger villages were better equipped in terms of developmental and educational infrastructure such as Primary Health Care centre, Anganwadi, High School etc. Smaller villages like Salihera (Gurgaon), Mujheri (Faridabad) and Rawanhera (Faithal) did not have the above features and no middle or high schools were available in these villages.

The villages not only varied in physical and geographical features, but also presented a panorama of cultural specificities. The composition of the communities is given below village wise:

Major Communities In Sample Villages

S. No.	Name of Village	Major Communities
1	Teek	Pandit, Gujjar, OBC and Harijan
2	Ravanhera	Chamar, Scheduled Caste
3	Ahmedpur	Harijan, Rajput, Balmiki
4	Salihera	Harijan, Chamar, Balmiki and Muslim
5	Khedla	Jats, Bhangi, Muslim
6	Badshahpur	Gujjar, Harijan
7	Dadasia	Brahmin, Tyagi, Harijan, Jat, Muslim
8	Mujheri	Gujjar, Jat, Harijan
9	Arua	Thakur, Kumhar, Harijan
10	Dhauj	Muslim, Scheduled Caste
11	Faizupur	Gujjar, Harijan

FINDINGS

Status of Women

1) Haryana is an agriculturally advanced state with the second highest GNP per capita in the country. This was adequately reflected in the sample villages, the substantial income differentials between the landless and the large agricultural land holders notwithstanding. It is interesting to note that apart from signs of the green revolution, those of the white revolution were in evidence as well. Most households had milch animals such as cows, buffaloes, and in some cases, goats. The number of cattle per household ranged from one to more than 25, with the larger livestock assets found especially in Faithal and Faridabad. While contributing to prosperity, the animals were a major cause of poor hygiene, lack of cleanliness and poor sanitation, particularly in congested areas in the villages. To cite an instance, in Teek Village, even the Lambardar's (village headman's) house could be approached only by treading cow dung slush. The Lambardar, proud owner of some 15 robust buffaloes, had housed his bovine stock in a shed, where they stood with hordes of flies swarming about, oblivious to unsanitary environs which seemed likely to be a breeding ground not only for flies but for mosquitoes as well. In the headman's household, most of the work of animal care was done by womenfolk, with assistance from a young Pali' (Scheduled Caste) boy whose parents would be paid Rs 2000 as his wages for the year. (The boy had left school to work).

11)Ironically, the affluence which has come to rural Haryana has not commensurately enhanced the lifestyles or the quality of living of the people of the villages. Particularly shocking is the abysmal status of women, obtaining regardless of the prosperity level of their households. The breeding of livestock as a commercial activity supplementing agriculture has tremendously increased the work load of women and girls who appear to be eternally immersed in the drudgery of domestic work and animal care. Many of the women interviewed, including those from the leading households, expressed deep resentment at the drudgery that was their lot. Holding forth on this theme, one of the women interviewed said : " Our lives are no better than those of animals. Our men have modern transport and access to outside world.They drink and squander away the resources of our households, and continue to exploit us mercilessly. We do not want our daughters to suffer as we do. We want to send our girls to school so that their lot is better than ours".Ironically,this woman was taking work from a girl who was the daughter of one of their employees.

111)Low valuation of female life and low status of women in Haryana are amply borne out by many indicators such as a highly adverse sex ratio (women per thousand men), infant and child mortality that are higher among females than among males and higher rates of mortality among men than among women up to the age of 35, not to speak of wife beating and wife battering. A very aware grandfather in a sample locale had this telling commentary on how his society treats its women : " Nobody gives a

damn about what happens to girls. Girls are like cattle. You untie them from one peg and tie them to another. Once married, even their parents forget their existence".

iv) Although Mahila Mandals were reported to be in existence, these were usually headed by the Sarpanch's wife and were practically non functional. Women from weaker groups were neither members nor had any say in village affairs. With the 72nd and 73rd Amendment of the Constitution, these women are likely to have a vote and a voice in the local bodies. the Panchayats. But do they have the education and the training for this new role ?

Universal Provision:

i) As noted by us elsewhere, Haryana has been able to universalise provision for primary education. The sample villages were all covered by a primary school. Upper Primary schools were 1.5 to 3 kilometers away.

ii) In villages with primary schools, for instance, in Ravanhera and Ahmedpur, a major demand of girls and their parents / guardians was that the local primary school be upgraded into a middle level school. In villages where there were no high schools, as in Dadasia, a similar demand was expressed, with girls and their parents saying that the local schools should be upgraded to high schools.

Quality of Infrastructure:

i) Due to large scale expansion of primary education, the state has not been able to enforce high physical infrastructure quality. Exploratory visits to several villages, including the villages of the sample, showed that only a few village schools had

boundary walls, a circumstance which was not conducive to maintaining a school compound and garden? The lack of a boundary wall made it difficult to curb trespassing and keep students from running away. The quality of school infrastructure varied tremendously. The primary schools in villages like Ahmedpur and Jeet (both in Kaithal), adorned with plants and green patches cared for by teachers and students, were extremely well maintained. Both these schools had boundary walls and provision for drinking water, apart from facilities provided under Operation Blackboard. In most other villages of the sample, however, conditions were very poor. The Boys Primary School in Dhanj was the worst. Here, some 400 boys were seen sitting on the ground, packed like sardines on a Chabutra (platform), with just two male teachers minding the show. The girls primary school was situated in an adjoining dingy house.

ii) A frequent complaint by the school authorities was that the schools lacked a peon or chowkidar, with the result that miscreants frequently intruded into school premises and made off with equipment provided under the Operation Blackboard scheme. Several teachers of single teacher schools complained that in the absence of effective caretaking, villagers would use the school toilet and even defecate in the classroom, making the place unfit to use during school hours.

iii) Only one school had a regular playground and sports equipment. In most schools, however, teachers were commendably ingenious, and despite adverse conditions, encouraged children to play indigenous games like Kabaddi and Kho Kho. It was a delight to

see kabaddi teams of boys and girls perform exceedingly well in an under equipped middle school which the investigators visited. Music and the creative arts were conspicuously by their absence in most of the schools. In some schools, however, women teachers had taken the initiative to prepare girls for group songs and folk dances structured around primarily traditional themes emphasising the adornment of women and their attire in pretty costumes.

Universal enrolment

The state has made persistent efforts to universalise enrolments at the primary stage. During 1991, an additional 4.7 lakh children were enrolled taking the enrolment ratios of boys to 113 and girls to more than 90% this unprecedented expansion of enrolments is causing a lot of strain on the system especially with regard to provision of teachers and infrastructure.

Teachers

(1) Haryana has still not been able to phase out single teacher schools completely (Faizupur and Khedla had single teacher schools) The state has made its best efforts to provide a second or third teacher to schools. Posts have been created but remain unfilled, especially in the rural areas. The urban schools are overstaffed. According to recent estimates, nearly 2000 posts are lying vacant and bulk of these are reserved posts (for Scheduled Castes). It is estimated that few JBTs are unemployed which means assured employment for the graduates of the present JBT courses. However, it is estimated that bulk of those who are enrolled in these courses at the moment, are urban girls and hence the chances of filling up of these reserved posts and

vacant posts in rural areas are low.

(ii) It is also well known that Haryana through correspondence courses has been able to produce a mass of graduate trained teachers who are unemployed. This is however, not to suggest that graduate teachers be recruited for JBT posts. Once this step is taken, the same can be disastrous for girls and other disadvantaged groups from rural areas. It is perhaps not an overstatement that due to lower access of middle and high secondary schools, rural girls are unable to attain higher secondary education which is an entrance requirement for primary teacher training courses.

(iii) The field study showed that by and large the teachers in sample villages were commuting from urban areas, anything from 5 to 50 km. The local community and the head teachers were in unison in expressing a certain amount of dissatisfaction with the attitude of these women teachers, "They are always in a hurry to come and go". In one village the sarpanch reported that the only woman teacher in a girl's primary school with an enrolment of 175 girls was very erratic. She was often absent or was coming by about 10.30am, and going back by noon.

iv) Discussions with these women teachers showed that while they had the calibre to teach but were not very concerned with the problems of rural women or disadvantaged groups. Being daily commuters from the cities these women, they were less familiar with the social and cultural dynamics of the rural setup. Male teachers, mostly of rural origin appeared better informed about the social, economic and political structures in a village and had

better access to local power structures which are predominantly male. On the other hand, being urban women expressed that they face a certain amount of hostility from the local people.

v) Lack of availability of female teachers in rural areas remains a constraining factor inhibiting female education. In Mewar, there was a definite demand expressed for women teachers. Both in Dhauj and Salhiera, categorical assurance was given by the community leaders that 500 and 100 girls would be enrolled if women teachers are placed in these schools. According to the Fifth All India Survey, whereas in urban areas women formed 75% of the total teachers of the primary level, their proportion in rural areas is found to be only 34%. The problem is more basic.

The shortage of women teachers is to be seen in conjunction with the fact compared to 100 girls in class I in rural areas there are only 10 girls in class X and only 0.29 in class XII. The pre-entry requirement for primary teacher training courses is 12 years of schooling. It may be pointed out that in the last four decades, no serious effort has been made to prepare rural girls for taking up teaching. The efforts, if any, have been directed at entry into JBT courses and quotas for women in general. This quota has been raised from 40% to 60% recently. At the moment the beneficiaries of these quotas will be urban women primarily.

Percentage of Female Teachers 1986-87

Type Of Settlement	Type Of School			
	Primary	Upper Primary	Secondary	Hr Secondary
Rural	34.25	36.22	29.20	25.77
Urban	74.77	78.79	65.46	47.33
Total	41.25	40.49	38.10	40.53

Source : Usha Nayar, Universalisation of Primary Education For Rural Girls in India, N.C.E.R.T., 1983

Quality Of Education

The unprecedented expansion of enrolments has meant that existing facilities have to cater for a burgeoning clientele. with the result quality is undermined. The problem is now recognised by the Department of Education as a high priority for remedial action, and Haryana has launched a large number of quality improvement programmes which include (i) preparation of institutional plans (ii) revision of courses of study, (iii) monthly class tests (iv) improved inspection plan (v) remedial teaching (vi) provision of additional teachers (vii) provision of school complexes and innovative programmes for handwriting improvement, improving oral skills and inculcating reading habits (viii) provision in service teacher education (ix) establishment of DIET's (x) strengthening of school administration (xi) appointment of head teachers and teachers for all primary schools and (xii) adoption of schools for improvement by department officials.

Discussions with teachers and observations of school and classroom practices showed that generally, there was a good rapport between teacher and taught. Nonetheless, most schools had poor teacher student ratios and methods of classroom instruction were extremely traditional. In one village, a single teacher was seen handling 91 children in addition to 30 pre schoolers who sat at a distance and echoed the older girls as the latter intoned their lessons. In another location, two teachers were observed very capably handling 125 students. Teachers absenteeism was almost insignificant, even when the schools were visited without prior notice, a state of affairs that is in contrast to evidence from states other than Haryana. Despite large classes and 2 to 3 teachers per school, the children of the sample villages displayed good reading ability and could recite several poems fairly well. While apex research organisations which develop methodologies for multi grade teaching have something to contribute to the school system, schools like the ones in Rawanhera, Ahmedpur, Faizupur, Khedla and Salihara, despite all their limitations, do contribute greatly to the Haryana school system.

Drop Out Among Girls

1) Haryana is a relatively prosperous state and rural poverty in the sample locales was not stark. But drop outs from the schooling system mostly belonged to households that were at the subsistence level. Parents from these households pointed out that education was not cost free, for they had to contribute to different types of collections such as Boy's fund, Red Cross Fund,

State Lotteries, and the like. Children from these families asked to bring such contributions invariably absented themselves from school so as to avoid having to do so. This was a cause of infrequent attendance, lowering of academic performance, failure and eventually, drop out.

11. Parental apathy surfaced as the main reason why girls drop out. It was also the main reason why girls were not enrolled.

111) Negative attitudes towards girls schooling were most pronounced in Mewat where villagers indicated specific conditions that had to be met before they would send their girls to school. In Salihera, the research team was told : "Give us a woman teacher and an Urdu teacher. If you teach Urdu to our girls we will send them to school". Likewise, in Dhauj, the Meo village, low enrolment and high rates of drop out can be countered by posting a sufficient number of women teachers who are punctual and regular. Considering that Dhauj has a high school, it would appear that local girls and high school graduates could be recruited for higher secondary and teacher education programmes if a conscious efforts are made.

iv) Domestic work, care of livestock and making cowdung cakes and collecting fodder and such other work was done by women and school age girls in all households. This took precedence over girls' schooling.

Recommendations

General

1. In the SAARC decade of the girl child health, nutritional and educational inputs as an interventionist strategy for raising the status of women should focus on the rural girl child and on the girl children of the urban poor. Provision to be made for support services like Early Childhood Care and Education (ECCE) and the ICDS.
2. Women's development programmes to be built around skills and technologies which mitigate the drudgery of female labour. Labour reducing newer technologies and accompanying skills to be inducted and existing skills to be upgraded and made more efficient. In this context, cheap fodder and fuel to be provided in rural habitations so that girls are released from fuel and fodder collection. Compulsory introduction of bio gas technology to be initiated so as to ease the lot of women and girls, both of whom spend a substantial part of their time collecting and making cow dung cakes. The use of bio gas for domestic and other purposes in place of traditional fuels would also mean an improvement in hygiene and sanitation, apart from a more economical use of energy.
3. Improvements in sanitation to be brought about. Now that Haryana has completed building its roads and other infrastructure, it needs to turn to improving village sanitation on a priority footing. Pucca drains, sewage and latrines are urgently needed, more so because, as reported to the investigators, the

necessity of defecating in the open forces women to resort to the cover of darkness, making them vulnerable to sexual harassment.

4. Women's Empowerment. While the universalisation of enrolment, retention and achievement amongst girls constitute one axis of women's development, the other more important function of education is to bring about gender equality and women's empowerment (NPE 1986 and POA 1992). This requires conscious interventions focusing on curriculum and its transaction, involving revisions of textbooks and strong inputs of gender equality and women's empowerment in teacher education curricula. Additionally, a definite strategy needs to be evolved to create a positive climate for the education of girls through print and non profit media, audio visual programmes, folk art forms, etc. It would perhaps be easy to build in relevant modern messages using the folk themes with which the girls are familiar. And while Doordarshan and All India Radio have played a very supportive role in promoting the identity of the new woman of Haryana to some extent, wrong messages from consumer goods advertisements and the macho video culture highlighting sexual violence and indecent exposure need to be fought tooth and nail. Women to be imbued with confidence and a sense of self worth via school curricula and public education programmes so that they are considered as deserving as men in matters pertaining to basic needs such as health and nutrition. Additionally, health consciousness to be built up through inputs in the public education system.

Education

In order to improve enrolment and retention of girls and disadvantaged groups in primary and middle schools, the following suggestions are made:

Universal Provision

- i. Although most of the villages are covered by primary school, smaller clusters of population known as dhanis, (Satellite villages) lack primary schools population of these dhanis being very small, mobile schools may be tried out preferably through a women teacher. Alternately, part schools upto grade II or III may be opened as feeder schools to primary schools.
- ii. Due to lower availability of middle schools, girls tend to drop out after class V. More primary schools should be upgraded to middle schools and a well designed system of distance education in liaison with National Open School may be resorted to. SCERT, Haryana should experiment with the concept of open school for middle level education with focus on girls. The Andhra experiment of open school may be studied. The National Open School offers a programme of bridge courses for primary school leavers desirous of receiving secondary education.
- iii. Quality of physical infrastructure such as school buildings, boundary wall, furniture, teaching aids needs to be improved to ensure better learning and retention.
- iv. Lack of a Chowkidar/Class IV, the school is less secure and less functional. There is a tendency not to use OB equipment and other accessories even when these have been provided.
- v. A major shortcoming noticed was shortage of teachers in

5. Women to be prepared for political roles. Mahila Mandals to be activated and utilised to promote women's development. Women to be tutored and psychologically prepared for taking active part in Panchayats. Schools to prepare girls for future political roles and in doing so, to impart effective leadership, decision making and communication skills. SCERT's and DIET's to concern themselves with the functioning of Mahila Mandals, the training of women Panchayat members and the building of related inputs into literacy programmes. Women to be organised around issues pertaining to their legal rights, economic participation, membership in cooperatives, family violence, and men's drinking. (In Haryana, the ground for such intervention is fertile indeed. The anger and militancy of Haryanvi women protesting against men's drinking is a case in point. Men are terrified of being caught drinking and paraded in women's skirts as punishment).

rural schools whereas urban schools were overstepped. Filling up of 2000 vacant posts, majority being of reserved category, require alternate strategies. The number of TTIs needs to be increased and care taken to enrol rural girls and boys especially those from SC sections. The need is to carry out a search for higher secondary graduates among rural girls and scheduled caste groups, give them employment and give inservice teacher training after a few years. Also needed is to institute a scheme for middle pass rural girls to be put through an integrated four year course leading to higher secondary plus teacher training to need the teacher shortfall.

Universal Enrolment.

For universalization of primary education the overall enrolment rates would have to be taken to 125% in order to cater for overage underage and repeater children. Service girls appear to be trailing behind gender specific target setting and differential strategies for enrolling more girls will be needed. The campaign approach which has been successful should be continued. Special attempts need to be made to carry out parental education and motivation programmes. A major finding of this study is that parental apathy and indifference not only to girls education but to their very existence was rampant.

Universal Retention and Achievement

1. The holding power of the school needs to be increased through suitable quantitative and qualitative measures. Emphasis will, therefore have to be placed on improving the quality of instruction, class room interaction, Continuous Comprehensive Professional Guidance (CCPG) programme for professional growth of

teachers and other innovators. The substantive programme of Quality Improvement launched by Haryana would go a long way in retaining children and ensuring minimum levels of learning.

ii. As about 8 to 9 percent of the population is still below poverty line, especially amongst the SC landless and girls from poverty households the present programmes of incentives meant only for SC children need to be extended to poor girls.

iii. Parents expressed that education is not cost free as children were expected to pay for different types of collections to include boys fund, red cross fund etc. It is made obligatory on the part of teachers to collect a definite amount. Consequently, whenever such demands are made which is very often, children tend to absent themselves as parents refuse to pay.

iv. As noted earlier, a difficult but a sure method to steer dropout amongst girls is to educate parents and the community on the benefits of girls education.

v. An unintended benefit of the Total Literacy Campaigns in several districts in India was a demand for primary education especially of girls. TLC, therefore, would be an ideal strategy for demand generation supporting universal enrolment and retention.

Administrative Measures for Attaining UPE Among Girls

i. The office of the DPEO needs to be strengthened in terms of adequate physical infrastructure and computerized management information system. It was noticed that DPEO Faridabad for instance was without a vehicle for more than a year. This had distanced the DPEO from the schools. The BEOs, however, were

using their own two wheelers for this purpose.

11. Rationalization of teachers as between rural and urban areas needs to be done forthwith. This requires political and bureaucratic initiative.

111. Mobilizing the community especially its women is the need of the hour to ensure UPE. The village communities need to be energised and galvanized for action. A direct intervention for girls education to avoid drop out and improve retention in the formation of village education committees. The Programme of Action formulated by the Department of Education, Government of India contains guidelines on the setting up and working of these committees. In the context of girls education it is suggested that Mahila Mandals could co-opt a fixed number of men and their function, as a village education committee so that retention of girls is guaranteed. In one form or the other VECs must function +especially in the light of the 72nd constitutional amendments. In this event, Panchayats should form VEC s with 50% women members.

The Village Education Committee's main responsibility will be to collect information from the families where girls have dropped out and make effort to draw her back to school. Such a Village Education Committee would keep in touch with other local bodies such as the gram sabha, youth clubs, social organisations with individuals active in the field of education especially retired teachers.

It is felt that parental apathy and lack of concern for the education of the girl would be mitigated to an extent by the activation of Village Education Committees.

17. One of the main constraints to girls's enrolment/retention in school is her heavy workload, whether she is engaged in domestic chores, agricultural work, sibling care, fetching fodder, water, etc.. looking after cattle, etc. Provision of support services is therefore an important component in any education project for girls. The most important service needed is child care. A variety of options is available, any of which would be taken up depending upon the location and the availability of institutions and infrastructure. Some of them are:

- Using the anganwadi as the base, but increasing the hours of functioning so as to suit the working hours of the mothers or the girl in school.
- Special ECCE centres attached to primary schools, to be provided infrastructure, etc. by the school.
- Creches run by voluntary organisations and/or Mahila Mandals under the grant-in-aid scheme of the Central Social Welfare Board.
- Child care centres sanctioned under DWCRA.
- The choice of the type of facility to be made should be left to the local women groups and or the Village Education Committee.
- Creches and Anganwadis need to be established in the village, the timings of these institutions should co-ordinate with the school timings.

There appears to be a felt need for more coordinated development efforts so that there is least resource drain and optimum

need of the hour. The Departments of Education and Women and Child Development need to work in unison, seeking lateral support from all other concerned departments to ensure UPE.

4. There is a clear need for compilation of rural urban statistics on dropout and retention rates annually in order to measure and monitor the progress of UPE of rural girls in particular. Aggregate statistics of retention no doubt get pulled down on account of lower rural retention rates and hide more than they reveal. It is only at the level of disaggregation of enrolments and all other educational statistics by rural urban areas that it hits you hard that urban girls are nearly as well off as urban boys but it is the rural girl which gets 'lost' in aggregate figures.

This would help preparing a primary year perspective on UPE/UEE with a detailed exercise as follows:

- Selection of districts/backward areas
- Specify requirement through needs assessment (physical, personnel, support)
- See how existing structures can be optimally utilised
- Work out costs and per capita expenditure which would differ from area to area and would be substantially higher in difficult regions.

Spell out duration of time and support needed for achieving targets, in terms of the five year plan periods so that specific budgetary provisions are made for teachers, schools, materials and support structures.

vi. In order to ensure permanent literacy, equivalent of primary school education needs to be provided to out of school girls who are already nine or ten years old and are likely to join the band of illiterates. Special courses on the lines of condensed courses of CSWB, National Open School should be started at the adolescent out of school girls in Haryana with adequate inputs of health, nutrition and productive skills.

vii, In order to promote girls education the state announced that 200 additional schools will be opened during 1992-93, it may

however be noted that some of these girls primary schools have been created out of the existing co-educational schools.

Effectively girls in classes I to V were shifted from the main building to another wing under a women teacher for instance in Dadasia. It may be pointed out that such attempts may prove to be counter productive. In Dadasia neither the middle school staff from which girl's sections were removed nor the parents in the village were happy. The community and the girls in the village infact demanded that the middle school should be upgraded to a High School rather than making the primary school separate. It was very clear that there is no resistance to co-education at the primary or even at the upper primary level in schools in Haryana. It is therefore suggested that due care is taken in opening all girl's schools in locations where co-educational schools exist.

viii Management of Incentives has been unsatisfactory. Many potential beneficiaries were unaware of these schemes and in other cases the guardians expressed dissatisfaction with the distribution of books, uniforms as these were distributed late.

ix. The NPE/POA have emphasized the need to increase participation of women at all levels of educational management. However all the District Primary Education Officers in Haryana are male as also the Block Education Officers we met were male. This aspect needs to be changed and more women placed in these posts both on grounds of equity and women's empowerment. These women officers can provide the role models to rural girls.

TRANSPARENCY 1

States/ Union Territories	LITERACY RATE 7 + (1991) India							
	Total		Rural		Urban		Scheduled Caste	
	M (3)	F (4)	M (5)	F (6)	M (7)	F (8)	M (9)	F (10)
(2)								
(Excluding J&K)	64.13	39.29	57.87	30.62	81.09	64.05	49.91	23.76
Andhra Pradesh	55.12	32.72	47.28	23.92	75.87	56.41	41.88	20.92
Arunachal Pradesh	51.45	29.69	74.00	25.31	7.99	62.23	66.25	41.42
Assam	61.87	43.03	58.66	39.19	84.37	73.32	63.88	42.99
Bihar	52.49	22.89	8.31	17.95	77.72	55.94	0.64	7.07
Goa	83.64	67.09	81.71	62.87	86.33	73.38	69.55	47.51
Gujarat	73.13	48.64	66.84	38.65	84.56	67.70	75.45	45.54
Haryana	69.10	40.47	64.78	32.51	81.96	64.06	52.06	24.15
Himachal Pradesh	75.36	52.13	73.89	49.79	88.97	78.32	64.98	41.02
Jammu & Kashmir	-	-	-	-	-	-	-	-
Karnataka	67.26	44.34	60.30	34.76	82.04	65.74	49.69	25.95
Kerala	93.62	86.17	92.91	85.12	95.58	89.06	85.22	74.31
Madhya Pradesh	58.42	28.85	51.04	19.73	81.32	58.92	50.51	18.11
Maharashtra	76.56	52.32	69.74	40.96	86.41	70.87	70.45	41.59
Manipur	71.63	47.60	67.64	43.26	82.11	58.67	65.28	47.41
Meghalaya	53.12	44.85	44.83	37.12	85.72	77.32	54.56	31.19
Mizoram	85.61	78.60	77.36	67.03	95.15	91.61	77.54	81.25
Nagaland	67.62	54.75	63.42	50.36	85.94	79.10	-	-
Orissa	63.09	34.68	60.00	30.79	81.21	61.18	54.42	20.74
Punjab	65.66	50.41	60.71	43.85	77.26	66.12	49.82	31.03
Rajasthan	54.99	20.44	47.64	11.59	78.50	50.24	42.38	08.31
Sikkim	65.74	46.69	63.49	43.98	85.19	74.94	58.69	42.77
Tamil Nadu	73.75	51.53	67.18	41.84	86.06	69.61	58.36	34.89
Tripura	70.58	49.65	67.07	44.33	89.00	76.93	67.25	45.45
Uttar Pradesh	55.73	25.31	52.05	19.02	69.98	50.38	40.80	10.69
West Bengal	67.81	46.56	62.05	38.12	81.19	68.25	54.55	28.87
Territories								
A & N Islands	78.99	65.46	75.99	61.99	86.59	75.08	-	-
Chandigarh	28.04	72.34	65.67	47.83	84.09	74.57	64.74	45.54
Dadra & Nagar Haveli	53.56	26.58	50.04	23.30	86.35	68.42	88.03	66.61
Daman & Diu	82.66	59.40	75.23	46.70	91.14	72.35	91.85	69.62
Delhi	82.01	66.69	78.46	52.15	82.39	68.54	68.77	43.82
Lakshadweep	90.18	72.89	88.66	68.72	91.31	76.11	-	-
Pondicherry	83.68	65.63	76.44	53.96	87.70	71.98	66.10	46.28

TRANSPARENCY 2

S No	State/Districts	LITERACY RATE 7 + (1991) Haryana (District-wise)					
		Total		Rural		Urban	
		M	F	M	F	M	F
(1)	(2)	(3)	(4)	(5)	(6)	(7)	(8)
	Haryana	69.10	40.47	64.78	32.51	81.96	64.06
1.	Ambala	75.08	56.62	68.79	45.52	86.62	75.52
2.	Gurgaon	67.87	34.94	63.07	27.12	85.67	66.56
3.	Rewari	82.16	46.18	81.22	43.05	86.96	64.06
4.	Mahendragar	77.17	36.75	75.94	33.79	85.64	57.32
5.	Bhiwani	70.13	35.10	69.20	30.89	78.98	54.97
6.	Jind	61.07	30.12	57.26	20.35	79.30	56.91
7.	Hisar	61.41	32.12	56.48	24.38	79.45	60.25
8.	Sirsa	57.21	34.02	54.19	27.43	75.54	58.25
9.	Yamunanagar	69.76	50.07	63.62	40.41	81.48	68.64
10.	Kurukshetra	69.23	46.94	64.65	40.41	83.17	68.51
11.	Kaithal	54.71	28.37	51.44	23.68	73.80	54.60
12.	Karnal	67.02	43.54	61.64	34.11	81.01	67.02
13.	Panipat	67.04	41.17	62.82	32.29	78.13	36.92
14.	Sonapat	77.20	48.27	75.22	42.90	83.58	64.60
15.	Rohtak	76.19	45.74	73.97	40.21	84.39	65.12
16.	Faridabad	74.15	42.12	65.53	22.79	82.67	62.12

Source :- Census of India, 1991

TRANSPARENCY 3

S No	States/ Union Territories	ENROLMENT RATIO INDIA (1992-93)							
		ALL COMMUNITIES				SCHEDULED CASTE			
		Classes I-V (6-11 yrs.)		Classes VI-VIII (11-14 yrs.)		Classes I-V (6-11 yrs.)		Classes VI-VIII (11-14 yrs.)	
		Boys (3)	Girls (4)	Boys (5)	Girls (6)	Boys (7)	Girls (8)	Boys (9)	Girls (10)
(1)	(2)								
1	India (Excluding J&K)	118.1	92.7	80.5	53.8	127.99	92.18	75.07	44.04
States									
1	Andhra Pradesh	121.5	96.6	68.8	43.0	162.74	128.92	79.85	45.76
2	Arumachal Pradesh	129.9	93.4	59.4	39.8	29.55	13.96	1.59	.81
3	Assam	115.5	107.3	69.3	54.3	245.87	207.30	145.54	127.10
4	Bihar	105.8	56.2	51.9	22.0	100.15	109.78	82.33	57.36
5	Goa	105.2	95.9	107.4	91.4	127.11	109.78	82.33	57.36
6	Gujarat	145.0	114.0	87.9	57.5	197.99	157.63	117.51	70.40
7	Haryana	92.5	81.1	73.2	51.8	110.82	94.32	66.63	40.70
8	Himachal Pradesh	125.5	110.5	123.9	97.6	133.28	112.61	99.25	68.21
9	Jammu & Kashmir	104.1	72.6	80.1	49.2	108.44	81.55	83.60	63.48
10	Karnataka	119.4	110.4	69.6	52.0	143.55	119.80	69.63	45.72
11	Kerala	98.4	96.5	106.0	104.1	112.66	88.78	92.26	27.57
12	Madhya Pradesh	117.7	87.7	89.1	53.5	121.63	88.78	92.26	27.57
13	Maharashtra	142.9	129.4	92.1	70.8	307.41	263.29	181.93	125.93
14	Manipur	115.1	105.6	64.5	57.1	137.47	148.83	78.77	74.72
15	Meghalaya	78.4	72.1	42.8	37.5	282.23	227.57	225.85	148.98
16	Mizoram	137.8	133.0	75.3	70.7	-	-	-	-
17	Nagaland	109.9	101.3	69.7	68.8	-	-	-	-
18	Orissa	120.7	89.5	75.7	44.1	162.93	109.57	74.26	46.81
19	Punjab	103.4	96.6	79.7	67.8	141.14	121.87	68.08	49.33
20	Rajasthan	115.2	57.5	77.5	27.6	102.37	40.85	62.70	13.38
21	Sikkim	124.0	111.9	55.1	53.0	126.42	114.28	42.12	40.61
22	Tamil Nadu	143.4	129.2	110.9	88.8	157.95	137.11	111.87	85.48
23	Tripura	143.31	19.7	94.5	73.4	170.53	146.61	100.76	74.60
24	Uttar Pradesh	103.7	72.0	73.4	35.7	85.85	40.27	52.63	15.51
25	West Bengal	137.9	130.2	114.0	99.6	140.65	125.59	83.01	77.31
Union Territories									
26	A & N Islands	101.0	86.1	82.7	72.8	-	-	-	-
27	Chandigarth	60.5	58.9	56.6	57.4	119.13	107.67	76.63	73.97
28	Dadra & Nagar Heveli	116.3	83.6	57.5	37.3	89.71	88.06	77.00	62.02
29	Daman & Diu	@	@	@	@	-	-	-	-
30	Delhi	84.0	85.5	80.5	76.2	112.95	99.92	73.15	62.50
31	Lakshadweep	158.7	133.6	133.0	102.9	-	-	-	-
32	Pondicherry	148.0	136.2	137.6	124.6	179.54	188.21	172.75	161.72

NOTE @ Figures included in Goa

Source - Annual Report, Ministry of Human Resource Development, New Delhi 1993-94

TRANSPARENCY -4

ENROLMENT RATIO (1990-91) CLASSES I - V (6-11 yrs)				
S No	State/ District	Enrolment Ratio Haryana (District-wise)		
		Percentage of School going Children		
		Boys	Girls	Total
	Haryana	112.96	91.04	102.02
Districts				
1	Amambala	95.08	79.60	87.27
2.	Bhiwani	131.92	105.95	118.84
3	Faridabad	108.91	78.61	94.24
4.	Gurgaon	120.07	87.33	103.60
5	Hisar	109.47	91.11	100.38
6.	Jind	118.61	89.36	104.31
7.	Kaithal	102.75	78.61	90.91
8	Karnal	113.49	91.40	102.51
9	Kurushetra	121.15	98.04	109.57
10.	Narnaul	125.74	92.89	112.09
11.	Panipat	92.42	76.36	84.53
12.	Rewari	117.11	97.64	107.15
13	Rohtak	125.00	112.22	118.68
14.	Sirsa	109.04	84.74	96.87
15.	Sonapat	107.23	89.18	98.36
16	Yamuna Nagar	103.20	86.24	94.27

Source :- Directorate of Primary Education, Haryana

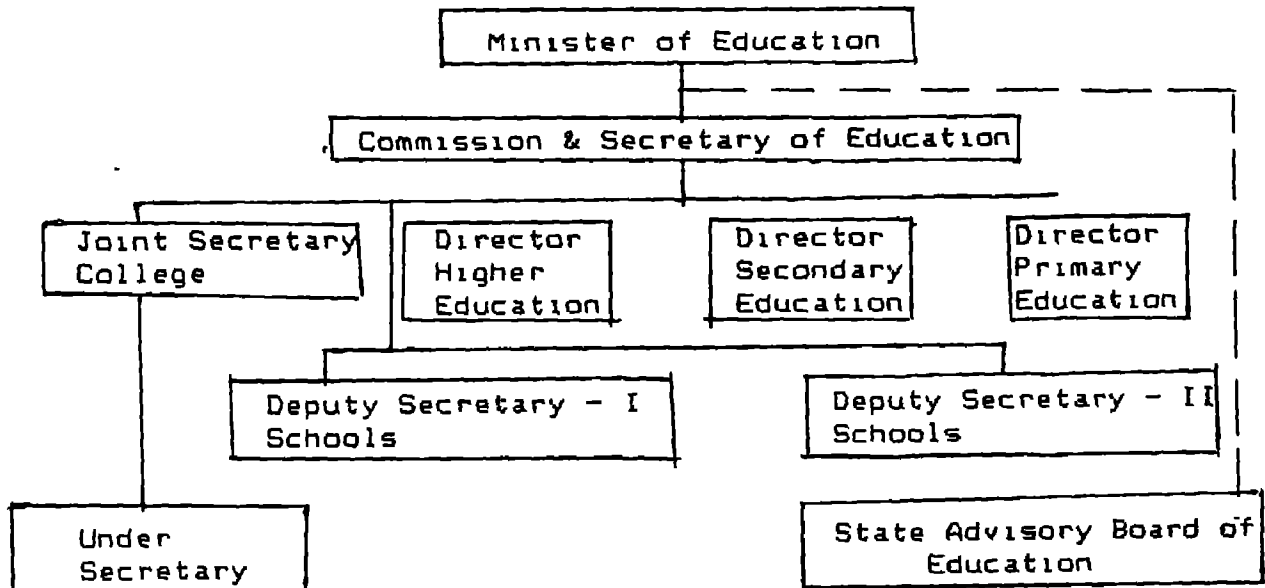
TRANSPARENCY 5

DROP OUT RATES CLASSES I - V (1989-90)			
S No	States Union Territories	DROP OUT RATES Classes-I - V (1989-90)	
		Boys	Girls
(1)	(2)	(3)	(4)
India	(Excluding J&K)	46.50	50.35
States			
1.	Andhra Pradesh	53.35	59.85
2.	Arunachal Pradesh	61.61	60.60
3.	Assam	52.29	60.05
4.	Bihar	63.72	69.12
5.	Goa	(-) 2.08	5.29
6.	Gujarat	37.98	46.42
7.	Haryana	26.91	29.88
8.	Himachal Pradesh	29.11	31.12
9.	Jammu & Kashmir	51.97	40.34
10.	Karnataka	41.97	49.93
11.	Kerala	(-) 4.79	(-) 3.27
12.	Madhya Pradesh	34.82	41.61
13.	Maharashtra	32.69	41.83
14.	Manipur	69.11	70.67
15.	Meghalaya	27.24	28.12
16.	Mizoram	49.33	48.95
17.	Nagaland	20.16	34.42
18.	Orissa	51.60	51.31
19.	Punjab	31.17	31.82
20.	Rajasthan	75.24	80.42
21.	Sikkim	61.12	52.68
22.	Tamil Nadu	18.78	23.64
23.	Tripura	58.92	59.78
24.	Uttar Pradesh	29.57	42.65
25.	West Bengal	63.31	68.76
Union Territories			
26.	A & N Islands	12.37	18.63
27.	Chandigarh	(-) 14.04	(-) 9.03
28.	Dadra & Nagar Haveli	35.45	54.06
29.	Daman & Diu	*	*
30.	Delhi	18.90	26.34
31.	Lakshadweep	0.12	12.80
32.	Pondicherry	(-) 4.25	(-) 4.88
* Figures included in GOA			

Source - Annual Report - 1993-94 Ministry of
Human Resources Development New Delhi

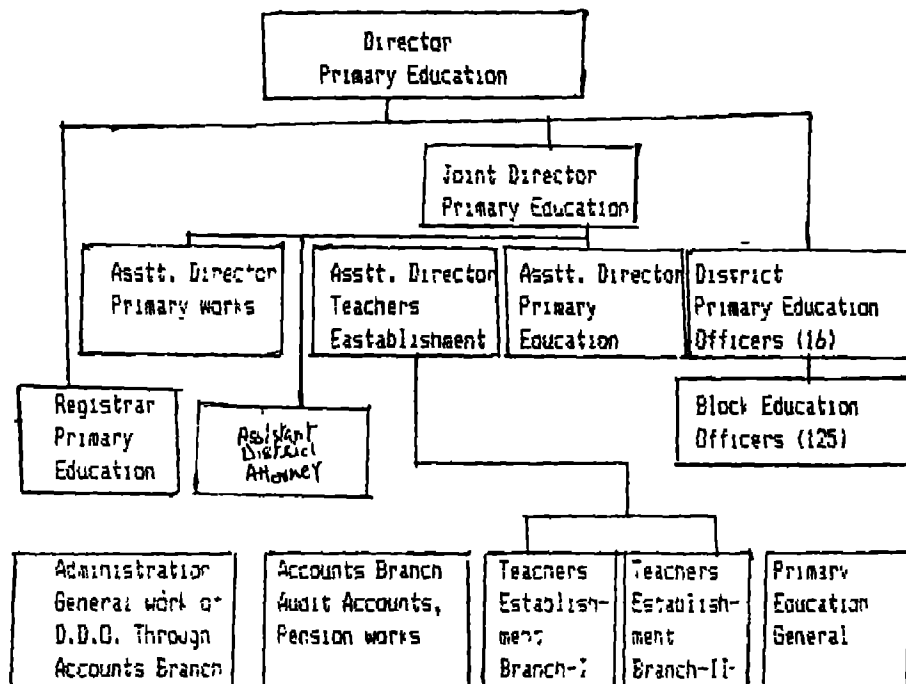
HARYANA

Educational Administrative Set up at Secretariat Level



HARYANA

Directorate of Primary Education



HARYANA

Inspectorate of Education

